IN SUMMARY

Getting 'In Front of Change'
Citing its desire to avoid a "reactive" stance toward public-school reforms, a coalition of 14 private-school groups is launching an "action-oriented" study of issues in private education. **Story on Page 6.**

Children Without Homes
A new study of homeless children has found that 43 percent of them were not attending school, and that they were more likely to be abused than those in the general population. **Story on Page 6.**

A Call for Choice
Louisiana parents would be able to apply state funds toward their children's tuition at any eligible public or private school, under a voucher plan proposed by a major business group. **Story on Page 7.**

Fallout From a Decision
At least two lawsuits and 13 administrative-law proceedings charging discrimination by school districts have been dismissed since the U.S. Supreme Court's *Grove City* ruling, a report says. **Story on Page 10.**

A Ringing Endorsement
In a joint appearance on Capitol Hill, five top corporate executives have testified that the need for the federal Chapter 1 program "may be greater now than at any time in the past 20 years." **Story on Page 11.**

Bilingual Benefits
Bilingual education "improves both academic achievement and English proficiency," concludes a new report issued by the Association for Supervision and Curriculum Development. **Story on Page 16.**

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"Education Reform — Another Look" Education Commission of the States.
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THE WEEK

NATIONAL

Middle Schools Needed, Parents, Principals Say

School principals and parents of younger adolescents believe that middle schools are the best educational setting for students in grades 6-9, a new survey indicates.

More than 90 percent of the 324 middle-school principals and the 53 parents of middle-school students responding to a poll by the National Association of Secondary School Principals said that such students have "unique needs because of their age" and should be taught in a "special setting" separate from elementary or high schools.

In addition, some 90 percent of the parents and 75 percent of the principals favored special training and certification for middle-school teachers and principals.

The survey's findings, released this month, reflect an awareness that children in the early years of adolescence are going through a "traumatic" phase in their lives and that their schooling should be tailored accordingly, said George Melton, deputy executive director of NASSP.

Many of the roughly 12,000 junior high, intermediate, and middle schools in the nation "are run too much like little high schools or senior elementary programs," he said.

Black Panel Favors Public, Private Efforts

A group of prominent black scholars argues in a new report that "one-sided emphases and single-minded approaches . . . are simplistic and utterly inadequate" in addressing the problems facing black Americans.

The authors attempt to bridge what they see as a rift between black leaders by calling for "a judicious, concurrent, and sustained mix of *both* black self-help efforts and public and private assistance" to help the "so-called black underclass."

"Black Initiative and Governmental Responsibility," released this month, is the second policy paper developed by the Committee on Policy for Racial Justice, a group of some 30 scholars based at the Joint Center for Political Studies.

John Hope Franklin, the Duke University historian, and Eleanor Holmes Norton, former chairman of the U.S. Equal Employment Opportunity Commission and now a Georgetown University law professor, serve as co-chairmen of the committee.

In addition to calling for more efforts by the private sector, the panel advocates the following government initiatives:

- Creation of a comprehensive child-development program for disadvantaged preschoolers.
- Designing school-to-work transition programs to address the high dropout and jobless rates among black teen-agers.
- Expansion of federal aid to education in an effort to close the gap in academic performance between disadvantaged youths and the school-age population as a whole.

Copies of the report can be ordered for $6.95 each by writing the Joint Center for Political Studies, Publications Office, 1301 Pennsylvania Ave., N.W., Suite 400, Washington, D.C. 20004, or by calling (202) 626-3500.

E.C.S. Project To Focus On 'At Risk' Students

Helping states develop policies for students "at risk" for school failure will be the focus of a two-year project announced last week by officials of the Education Commission of the States .

The project will concentrate on the role of schools in educating such students and in coordinating services for them with other agencies.

"The problem of at-risk students isn't just a problem of minority teens, but of all teens; not just of urban students, but rural; not just a minor annoyance, but a major epidemic," said Frank Newman, president of the E.C.S., in making the announcement.

He argued that schools are the only institutions of "sufficient scale, geographical distribution, and community connection to be the central agency in addressing this problem."

The E.C.S. program, funded with a $354,000 grant from the Carnegie Corporation of New York, will analyze existing state efforts to serve at-risk youths, examine the effects of current educational practices on such students, hold state and national forums for policymakers, and provide direct assistance to several states in developing, strengthening, and carrying out policies and programs to help at-risk students.

Study Urges Abolishing Student-Loan Subsidies

The federal government should eliminate subsidies for guaranteed student loans, and make the program available to students from all income levels, according to a study of federal credit programs released last week by the Brookings Institution.

"Our evaluation suggests that the student-loan program does encourage enrollments, but that at least 75 percent of the subsidies go to students who would have attended college without the program," the study found. "Thus it has become an expensive way of promoting higher education."

The report notes that the subsidies, which account for roughly half of the $3.2-billion cost of the program, are more costly to taxpayers than loan defaults. Reducing those costs, it argues, would free up funds for grants, which could be targeted to disadvantaged groups.

In addition, the report concludes, allowing all families to participate in the program would "ensure that an inability to borrow [would] not restrict education decisions."

The 214-page report, "The Economics of Federal Credit Programs," was written by Barry P. Bosworth, Andrew S. Carron, and Elisabeth H. Rhyne. Copies are available for $26.95 each in cloth, or $9.95 in paper, from the Brookings Institution, 1775 Massachusetts Avenue, N.W., Washington, D.C. 20036.

STATES

Calif. Board Approves Sex-Education Policy

The California State Board of Education has approved new sex-education guidelines that stress sexual abstinence and include a controversial statement on homosexuality.

The board voted 6 to 4 this month to adopt recommendations on teaching students in kindergarten through 12th grade about sex, family life, and health. The guidelines are not binding on the state's 1,028 school districts, said Susan Lange, a spokesman for Bill Honig, the state superintendent of public instruction.

The board's vote was preceded by two hours of rancorous debate over a section of the guidelines regarding the discussion of homosexuality in junior-high-school and high-school classrooms.

Mr. Honig had contended that the section, as originally written, encouraged "gay-bashing."

At his insistence, it was amended to recommend that such discussions "affirm the dignity of all individuals," including homosexuals, while reaffirming "family values and monogamous, heterosexual relationships."

Citizens' groups that sought to ban any mention of homosexuality in the guidelines criticized the board's decision. "It is quite clear to me that the homosexual community has a great deal of influence on the state board of education," said Ezola Foster, executive director of Black Americans for Family Values.

Retool Job Training, N.C. Study Concludes

North Carolina's vocational-education programs should place more emphasis on training all students for the world of work, and less on training them for particular occupations, a study prepared for the state legislature has concluded.

"Since most students are not going on to a four-year college or university, the curriculum should be oriented more than it is now to the world of work," said J. Lamarr Cox, a researcher at the Research Triangle Institute's center for educational studies, which prepared the report.

Louisiana Businesses Urge Vouchers

By Lynn Olson

The largest business association in Louisiana is urging the state to consider a system of tuition vouchers for public and private education.

Under the "Right to Learn" proposal unveiled by the Louisiana Association of Business and Industry this month, parents could choose to take their children's share of state education funding and apply it toward the cost of attending any eligible school.

The vouchers would be worth approximately $1,200 for elementary-school students and $1,500 for high-school students, according to Jackie Ducote, the group's executive vice president. She said the association was promoting the plan, which has not yet been introduced in the legislature, because "we've just had a growing level of frustration at our inability to do anything to change the educational system."

"The bottom line is that our students are at the bottom on almost any measure of educational achievement that anybody has," she said.

More than 40 percent of the state's 9th graders drop out before high-school graduation, according to Ms. Ducote, and 51 percent of its college freshmen are in remedial courses.

She predicted that adoption of a voucher system would improve that situation by increasing competition and choice among schools. Some 15 percent of Louisiana schoolchildren already attend nonpublic schools.

Opposition Expected

The association is sponsoring a series of four public hearings across the state next month to discuss its proposal, which was based on research conducted with the help of a grant from the U.S. Education Department.

Ms. Ducote said she expects staunch opposition to the plan from the state's education community.

Virginia L. Budd, president of the Louisiana Association of Educators, an affiliate of the National Education Association, last week described the voucher proposal as a "panacea" that "won't cure the problems we have."

Moreover, she said, the union has "grave concerns" about a voucher system that would funnel public funds into private schools, particularly given the state's "horrendous" fiscal condition.

Louisiana's minimum-foundation program, which finances elementary and secondary schooling, has been cut by nearly $100 million in the past year to reduce the state's mounting budget deficit.

Both the L.A.E. and the Louisiana Federation of Teachers have filed suits in an effort to restore some of those funds to local school districts.

"We feel that this is an extremely bad time to even suggest" a voucher program, Ms. Budd said. Such a program, she argued, would "drain funds that are already sorely needed for public education to private education."

"We also feel that there's a question of separation of church and state here," she added. "Our basic premise is public schools, public dollars; private schools, private dollars."

Program's Requirements

Under the business association's plan, public or private "schools of choice" would become eligible to receive voucher money by agreeing to:

- Reserve 25 percent of their new admissions each year for minority students, and to admit those students regardless of general admissions requirements.
- Help low-income families by accepting the vouchers as full payment for up to 20 percent of their students.
- Release data on how students at each grade level perform on national norm-referenced tests.
- Meet the same standards that nonpublic schools in Louisiana now must meet to receive state aid, including those relating to high-school graduation requirements.

At present, state-approved nonpublic schools in Louisiana can receive assistance to help cover such expenses as transportation and school lunches.

According to Ms. Ducote, the requirements would apply both to "schools of choice" created by local public-school systems and to private and religious schools. Parents or others could petition local school boards to create such schools within the public sector, she said.

The business association's research on the legal constraints and financing of voucher plans was supported with a $89,913 grant from the U.S. Education Department.

In March of last year, Secretary of Education William J. Bennett awarded more than $2.5 million in grants under a discretionary-grant competition focused on the themes of choice, content, and character.

The board of directors of the association, which represents some 5,000 companies across the state, has not endorsed the plan's specifics, according to Ms. Ducote.

"It's not a final proposal that we will introduce in the legislature," which begins its 1987 session next month, she said. But she added that the organization may develop such legislation at a later date.

N.E.A. Outlines Views on Teacher Certification

The executive board of the National Education Association has issued a policy paper outlining its views on how existing state licensing programs should relate to the proposed national certification system for teachers.

The paper, "Establishing and Maintaining Standards for the Governance of the Teaching Profession," presents a model for a restructured profession, in which teachers themselves would set and enforce standards for teacher preparation, certification, and licensure.

Many of the proposals contained in the paper, which was adopted last month, are drawn from longstanding N.E.A. positions.

Under the model, prospective teachers would be required to seek and receive national certification from a teacher-controlled national-standards board as a condition for qualifying for a state license to teach.

As defined in the paper, certification refers to the process by which a nongovernmental agency grants professional recognition to an individual who has met certain predetermined qualifications. Licensure is defined as the process by which a state agency grants a person permission to practice a profession.

According to the model, autonomous state-standards boards, which the N.E.A. has long advocated, would assume the responsibility for licensing teachers.

In addition, these teacher-controlled boards would assume responsibility for approving teacher-training programs, the paper states.

National accreditation of training institutions, however, would remain the responsibility of the National Council for the Accreditation of Teacher Education, the paper states. Only graduates from NCATE-accredited institutions would be eligible for state licensure.

According to the document, the model "advances a vision and is not intended to apply to teachers currently practicing in the classroom."

The N.E.A. board said the paper was prepared "to guide" the association and its affiliates in their efforts to forge a teacher-governed profession. The paper states that achieving "teacher control will require concerted and coordinated action at all levels of the association," and could take as long as a decade.

Mary Hatwood Futrell, president of the N.E.A., is one of the members of a planning group organized by the Carnegie Forum on Education and the Economy to establish a national standards board for teachers. —B.B.

Formula Change Said To Cost Districts Millions

A proposed change in the U.S. Forest Service's formula for distributing federal aid in lieu of local taxes would cost school districts a total of some $43 million, according to the National School Boards Association.

In testimony this month before a House subcommittee, E. Harold Fischer, an N.S.B.A. board member, said the change would result in "a loss of much-needed tax revenues for local government services, including the public schools."

Because federal lands are exempt from property taxes, the Forest Service compensates localities adjacent to national forests by providing funds for schools and roads. The aid is allocated from payments by logging and mining firms and other companies that pay the federal government for the use of forest land.

Currently, the aid payments are based on gross receipts—the total before the Forest Service has deducted the cost of the services it provides to private firms. The proposed formula would be based on net receipts, which the N.S.B.A. says would result in a 43 percent drop in aid payments.

Because most states reduce funding to school districts that receive the federal money, the cuts may force states to direct money away from other districts to cover the shortfall, Mr. Fischer noted. "Any reduction in Forest Service payments negatively impacts the funding for education in all school districts within the state," he said. —W.M.

Most Students Are Satisfied With Schools, Survey Shows

Despite the concern among adults over the quality of precollegiate education, a new nationwide survey indicates that most schoolchildren are satisfied with the instruction they receive.

According to the survey, 48 percent of the 1,000 students aged 8-to-17 who were interviewed said their schools deserved a grade of "B" for educational quality. Another 29 percent said their schools rated an "A." Overall, 84 percent of the children said they were satisfied with their school.

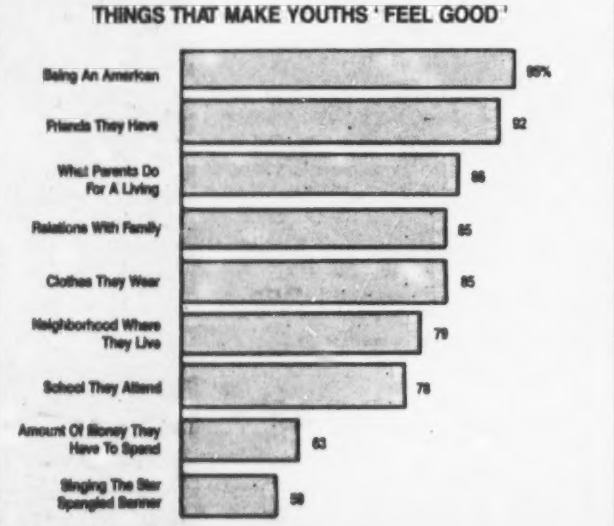
The poll, which was released earlier this month, is one of only a few designed to comprehensively gauge the attitudes of young people, according to John F. Walsh, president of the American Chicle Group of the Warner-Lambert Company. The company commissioned The Roper Organization Inc. to conduct the survey, which also questioned children on their attitudes toward their families and social issues, and on their expectations for the future.

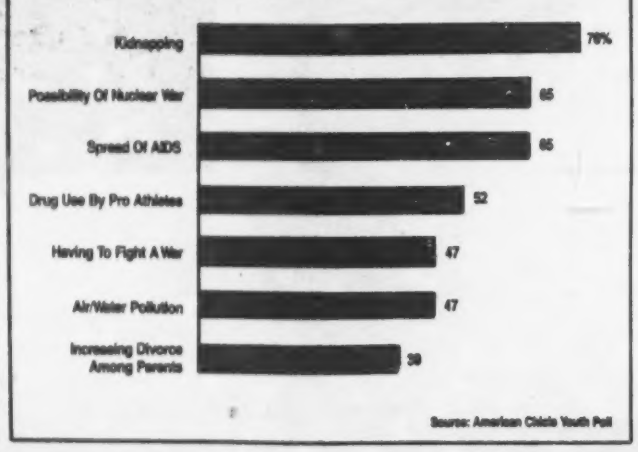
When asked what made them "feel good," 78 percent of the children listed their schools. Ninety-five percent listed "being an American," and 92 percent answered "being with friends."

Kidnapping led the respondents list of concerns, with 76 percent of the children saying they were "very concerned" about the threat. The spread of AIDS and the possibility of nuclear war were tied for second, with 65 percent saying they were "very concerned" about those threats.

When asked how their schools could be improved, 60 percent of the children said more modern equipment, such as computers and video-cassette recorders, would help. Forty-seven percent cited a need to stress the teaching of basic skills, and 46 percent said greater parental ipvolvement was needed.

"Better textbooks" and "better teachers" were cited, respectively, by 40 percent and 37 percent of the group. —D.V.





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EDUCATION WEEK

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Affirmative-Action Plans for Women Upheld by Court

'Imbalance' in Workforce Sufficient Justification

By Tom Mirga

WASHINGTON—Public employers, including school boards, can consider a "manifest imbalance" in the sexual composition of their workforces in deciding whether to promote women over better-qualified men, the U.S. Supreme Court ruled last week.

In its first decision on an affirmative-action plan designed to benefit women, the Court voted 6 to 3 to uphold the legality of a California county highway agency's voluntarily adopted plan to gradually lift the percentage of women it employs to the percentage of women in the county labor pool.

Legal experts on both sides of the issue agreed that the Court's March 25 ruling represents a significant expansion of the bounds of affirmative action. Supporters of the decision said it is likely to encourage both public and private employers to implement affirmative-action policies.

The federal law barring job bias on the basis of sex does not require a public employer to produce evidence that it has actually discriminated against women or minorities before adopting a voluntary affirmative-action plan, Associate Justice William Brennan wrote for the majority in the case, *Johnson* v. *Transportation Agency of Santa Clara County, Calif.* (No. 85-1129).

An "obvious imbalance" in the composition of its workforce provides such an employer with sufficient reason to consider race and sex in promotion decisions, he said.

Employers cannot, however, use such findings to justify rigid promotion quotas, the Justice added. Plans should be approved by federal courts only if they take "a moderate, gradual approach to eliminating" the imbalances, and if they "[visit]

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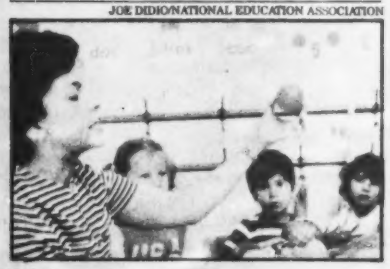

Bilingual Education: Language, Learning, and Politics

A 28-page Education Week special report examines the controversies surrounding bilingual education—political and pedagogical—as a way of instructing the growing numbers of schoolchildren who speak little or no English.

Economic Literacy

School Reform, Business Concerns Seen Boosting Trend Toward Required Coursework in Economics

By Robert Rothman

When former Secretary of Education Terrel H. Bell recently launched an initiative designed to put economics in the junior-high-school curriculum, he was bolstering a trend that has already made the topic the second-most-required subject area in the field of social studies.

Only U.S. history is required by more states than economics instruction, according to recent surveys.

Spurred in part by the reform movement and a growing involvement of business in education, the effort to raise the economic literacy of American young people has advanced, in some cases, to include children as young as preschoolers.

"When I used to talk about teaching

Continued on Page 56

Terrel H. Bell

Cultural Literacy

Traditional, Facts-Oriented Curriculum Said Best Route For Imparting a Common National Language, Culture

By Lynn Olson

America's literacy problems stem from children's lack of knowledge about the common culture—not from a lack of mechanical skills—according to a book scheduled for release this week by the Houghton Mifflin Company.

In *Cultural Literacy: What Every American Needs to Know*, E.D. Hirsch Jr., a professor of English at the University of Virginia, argues that American schools are producing students who—in the words of one community-college teacher cited in the book—think Charles Darwin discovered gravity, J. Edgar Hoover was a 19th-century president, and Mark Twain invented the cotton gin.

Mr. Hirsch argues that true literacy cannot be divorced from subject-matter knowledge, and that schools must return to a much more traditional, facts-oriented curriculum that systematically teaches children the information they need to know.

His book, which includes an extensive listing of information that literate Americans hold in common, is an expansion of earlier essays that earned him both high praise and harsh criticism within the education community.

The book's publication comes at a time when more and more states are turning their attention to the problems of adult illiteracy. And its themes may provide ammunition for those, such as U.S. Secretary of Education William J. Bennett, who have advocated the return to a more traditional K-12 curriculum as one solution to that problem.

"Literacy is far more than a skill," as-

Continued on Page 54

President Hits Road To Spread Message On School Agenda

Links Education to Effort On U.S. Competitiveness

By Blake Rodman

In his first speech outside of Washington in three months, President Reagan chose last week to address the topic of education, saying that the secret to high-quality education is "not in the pocketbook."

Speaking to a group of educators and policymakers in Columbia, Mo., the President said the key to good schools is "in the simple dedication of teachers, administrators, parents, and students to the same basic, fundamental values that have always been the wellspring of success both in education and life in our country."

The March 26 speech by the President was his first in two years before a major gathering of precollegiate educators, officials, and policymakers. His last such address was in February 1985, at the annual conference of the National Association of Independent Schools.

Following the release of *A Nation at Risk*, the 1983 report of the National Commission on Excellence in Education, which broadly criticized the state of American education, Mr. Reagan spoke widely on the need to improve the nation's schools.

But in recent years, some observers have noted, the attention Mr. Reagan has given to education has waned. In a March 18 interview in *The Chronicle of Higher Education*, for example, former Secretary of Education Terrel H. Bell said he was "disappointed" that the President "didn't stay with" the early emphasis on education.

Last week, however, a White House spokesman and officials from the U.S. Education Department said the Missouri address was the first in a planned series of speeches that will tie education into the President's new emphasis on strengthening U.S. competitiveness.

In last week's speech, Mr. Reagan announced no new programs or initiatives, but returned instead to a number of familiar themes of his Administration, including the teaching of values.

"I've dwelt on values for a reason," he

Continued on Page 53

Most States Adopting Programs for Handicapped Preschoolers

By Debra Viadero

WASHINGTON—A nationwide survey has found that an overwhelming majority of states plan to take part this year in a new federal program to provide aid and services to an estimated 70,000 handicapped infants and toddlers.

"It looks pretty exciting," said Robert Silverstein, staff director of the Senate subcommittee that helped spearhead the new program. "There is no state that has said 'no,' and this is in light of the fact that there are no regulations yet."

According to the survey of the states' chief special-education administrators, 40 states and territories have decided to participate this year in the program for handicapped infants and toddlers created last fall by a sweeping act of the Congress.

The new law, the Education of the Handicapped Amendments Act of 1986, P.L. 99-457, set up a $50-million program of incentive grants for serving handicapped and "developmentally delayed" children from birth to age 2.

A separate part of the law provides more money and strong incentives for states to serve handicapped 3- to 5-year-olds or risk losing all of their federal special-education funding.

The survey, completed last week, is the most recent of three surveys on the program conducted by the National Association of State Directors of Special Education.

Since February, the association has been asking its 56 members whether their states plan to begin serving handicapped infants and how they plan to go about doing so.

Advocates of early intervention for han-

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IN SUMMARY

First Exposure
Schools should begin teaching pupils about drugs by the 3rd grade, most elementary-school principals believe, but they say sex-education classes should come later. **Story on Page 6.**

Second Careers
The National Executive Service Corps is launching a pilot program to recruit retired military and industrial personnel to become mathematics and science teachers. **Story on Page 6.**

Drastic Action
In a controversial move, the chancellor of the New York City school system has dismissed a community school board and its superintendent for mismanagement. **Story on Page 8.**

Radical Proposal
Boston parents should be permitted to choose the schools their children attend, a task force appointed to study student-assignment procedures recommends. **Story on Page 9.**

A Question of Sex
States have not rushed to fill the gap left when the U.S. Supreme Court limited the scope of the federal law barring sex discrimination in education, a study says. **Story on Page 15.**

A Question of Race
Minority students are far more likely than whites to be suspended from school or placed in classes for the educable mentally retarded, two new studies have found. **Story on Page 16.**

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THE WEEK

FEDERAL

Federal Agencies Differ On School-Finance Data

A new analysis of public-school revenues by the Bureau of the Census indicates that, contrary to reports by the Education Department, local governments continue to provide a greater share of funding for precollegiate education than do the states.

According to the Census Bureau study, local governments provided 47.6 percent of public-school revenues in 1984-85, compared with 46.3 percent from state sources.

In its 1986 edition of *The Condition of Education*, the Education Department reported that the local share of school revenues in 1984-85 was 43.7 percent and that the state share was 49.6 percent.

The Education Department also noted that, according to its analysis of the data, a "historic shift" occurred in 1979, when the state's share of revenues rose above the locals' share for the first time.

Although the Census Bureau study agrees that the states' share has been rising and the locals' share falling since 1977, it indicates that no such shift has occurred.

Henry Wulf, chief of the finance branch of the Census Bureau's governments division, said last week that the apparent discrepancy between the two sets of statistics could be the result of different study methodologies.

In determining the state and local shares of revenue, he said, the Census Bureau's analysts subtracted federal "pass-through" aid—federal funds that are channeled to school districts through state agencies. Such aid, he noted, would include money from sources such as the Chapter 1 and 2, school-lunch, and vocational-education programs.

"It all depends on how you define that money," Mr. Wulf said. "If you count the federal pass-through funds as state money, then yes, the state share of school revenue would exceed that of the local governments."

"But if you start with the question, 'Where did the money actually originate?' then the local share continues to exceed that of the state," he said.

Officials responsible for the development of precollegiate-education statistics in the Education Department's center for statistics could not be reached for comment last week.

Copies of the Census Bureau report, *Finances of Public School Systems in 1984-85*, can be obtained by writing the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The stock number is GF85, No. 10.

President Endorses Asbestos Resolution

In a surprise move, President Reagan has signed a Congressional resolution ordering the Environmental Protection Agency to speed up the distribution of asbestos-removal funds to local school districts.

The resolution, approved overwhelmingly last month in both the House and the Senate, requires the E.P.A. to begin releasing the money this month instead of in June. Congressional critics had claimed that the agency's original timetable would not allow local officials to complete their asbestos-control projects before school begins next fall.

"With the signing of this law, the Administration agrees that money will go out to schools in time to finish cleanup work this summer," Representative James J. Florio, Democrat of New Jersey, said in a statement.

Mr. Florio and other E.P.A. critics sponsored the resolution after the agency postponed its original funding schedule, citing the uncertainty caused by an Administration request to delete the asbestos aid from this year's budget. Ignored by the Congress, the request automatically died on March 15.

According to Mr. Florio, only 17 percent of the nation's eligible districts have so far received money under the asbestos-aid law, which the Congress passed last year.

Districts whose funding applications have already been approved will receive their money this month as originally planned, an E.P.A. spokesman said. The agency has also mailed out about 35,000 letters to school officials telling them how to apply for federal aid.

Wide Variances Found In Job-Training Courses

Federally funded job-training programs for youths vary widely in methods used to rate their clients' employment skills, thus making comparisons difficult, according to the General Accounting Office.

The Congressional agency found that 91 percent of the nearly 600 programs examined either had or were developing systems for judging the "employment competencies" of their clients. Under the Job Training Partnership Act, youth-training efforts are evaluated on participants' achievement of such competencies, as well as on the programs' ability to place clients in jobs.

But measuring such skills is difficult, states the report, which was released late last month, because youth-training programs vary in their emphases.

"States need performance standards that are adjusted to account for [such] differences," it concludes. "Otherwise, less comprehensive programs, such as those providing only pre-employment skills training, will appear more successful than those providing . . . basic education, which is more costly and harder for trainees to complete."

While the G.A.O. took no position on a proposal that the Labor Department set a single, nationwide competency standard, it did say that the department should collect and analyze additional data before attempting to draft such a standard.

Under Title II of the J.T.P.A., 40 percent of job-training funds are set aside for programs serving disadvantaged youths.

STATES

Energy-Saving Projects To Be Eligible for Loans

The Iowa Department of Natural Resources has begun a program that will provide up to $70 million in loans to school districts over the next five years to finance energy-conservation improvements.

The loans will pay for energy audits and improvements to school buildings that state officials say could cut districts' energy costs by $12 million a year.

According to Larry L. Bean, administrator of the department's energy and geological-resources division, preliminary audits have shown that several districts could cut utility costs by installing new windows, insulation, or heating systems.

Mr. Bean said he did not "know of any other state that's doing this."

"The public sector has been somewhat insulated from rising utility costs," he said, "and there hasn't been pressure to use conservation [techniques]."

School districts are spending $60-million a year on lighting and heat, according to Mr. Bean. The new energy-management program could cut those costs by 20 percent by 1992, he said.

Under the program, schools that receive loans and cut their energy costs will be able to use the savings for other expenses, such as salaries or supplies, after repaying the loans.

The program was authorized in a bill passed by the legislature last year, which required an energy audit of all Iowa schools and set up a loan bank to finance school improvements. The state has a similar program for other state buildings.

About 700 school buildings will have been audited by the end of June, Mr. Bean said. Several schools already have completed improvements, and one school has reduced its utility costs by more than $20,000 this year, Mr. Bean said.

Bilingual Education: A Historical Perspective

Bilingual Education Traces Its U.S. Roots to the Colonial Era

Bilingual education has been part of the immigrant experience in America since the Colonial period, when native-language schooling was the rule rather than the exception.

By the late 17th century, at least 18 different tongues were spoken by European ethnic groups, not to mention the scores spoken by Indian tribes. While English was most prevalent, German, Dutch, French, Swedish, and Polish were also common.

New arrivals fought vigorously to preserve their native customs, and language loyalties were strong. Indeed, the Pilgrims had left Holland in part because they feared their children were losing English.

Where immigrant groups settled in enclaves, they naturally taught their children in their own languages, despite some attempts to impose English instruction.

Benjamin Franklin, a politician who was frustrated by his inability to influence German-speakers in Pennsylvania, urged in 1753 that English schools be established in their communities. But German parents resisted such efforts.

During the American Revolution, anti-British sentiment inspired a campaign to discard English as the official language of the new nation, according to Diego Castellanos, a historian of bilingual education. But proposals to replace English with German—or, by some accounts, Hebrew—failed in the Continental Congress, writes Mr. Castellanos, an official of the New Jersey state education department, in *The Best of Two Worlds*.

JOSEPH MOORE

> Wherever immigrant groups possessed sufficient political power . . . foreign languages were introduced into [the] schools.
>
> — Diego Castellanos, historian

With mounting pressures for political unity, English became more common at ethnic schools—sometimes as a class and sometimes as a medium of instruction.

Still, no uniform language policy prevailed during the 19th century. Bilingual education was accepted in areas where ethnic groups had influence and rejected where anti-immigrant sentiment was strong.

By the mid-1800's, public and parochial German-English schools were operating in such cities as Baltimore, Cincinnati, Cleveland, Indianapolis, Milwaukee, and St. Louis. One survey of school records in the Midwest found that at least 231,700 children were taught in German in 1900.

In Ohio, an 1839 law authorized instruction in English, German, or both, writes Heinz Kloss in *The American Bilingual Tradition*. Louisiana adopted the same statute in 1847, substituting French for German. Two years after its annexation in 1848, the Territory of New Mexico authorized Spanish-English education. Colorado, Illinois, Iowa, Kentucky, Minnesota, Missouri, Nebraska, and Oregon also passed laws sanctioning instruction in languages other than English.

"For much of the 19th century," Mr. Castellanos says, "certainly before the 1880's, the [locally controlled] structure of American public education allowed immigrant groups to incorporate linguistic and cultural traditions into the schools. . . . Wherever immigrant groups possessed sufficient political power—be they Italian, Polish, Czech, French, Dutch, German—foreign languages were introduced into elementary and secondary schools, either as separate subjects or as languages of instruction."

In advocating such an approach, William Torrey Harris, superintendent of the St. Louis schools in the 1870's and later U.S. Commissioner of Education, argued: "National memories and aspirations; family traditions, customs, and habits; morai and religious observances cannot be suddenly

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Bilingual Policy Has Taken Shape Along Two Distinct Federal Tracks

Over the past two decades, federal policy on bilingual education has proceeded along two tracks—financial aid to support programs for limited-English-proficient children and civil-rights enforcement to ensure these students an equal chance to succeed in school.

Although both tracks have led to increased educational opportunities, they have not always run side by side. In the beginning, the government authorized funding for bilingual instruction before it ever considered the issue of language discrimination in the schools.

In the mid-1970's, bilingual education was prescribed as both a remedy for civil-rights violations and a condition for receiving federal grants. But today, while special language assistance is required for children who could not otherwise participate in the classroom, the only federal mandate for bilingual education is for schools that seek aid.

Title VII, a New Law

When President Lyndon B. Johnson signed the Bilingual Education Act into law on Jan. 2, 1968, it was the first time the federal government had addressed the unique needs of students with limited-English proficiency.

The new law, Title VII of the Elementary and Secondary Education Act, provided resources to support educational programs, to train teachers and aides, to develop and disseminate instructional materials, and to establish parent-involvement projects. Despite its title, the original Bilingual Education Act did not require bilingual instruction.

The law's focus was explicitly compensatory, aimed at children who were both poor and "educationally disadvantaged because of their inability to speak English." The question of whether the act's goal was to speed the transition to English or to promote bilingualism through language-maintenance programs was left hanging.

Senator Ralph Yarborough, the measure's prime advocate, told fellow lawmakers, "It is not the purpose of the bill to create pockets of different languages throughout the country . . . not to stamp out the mother tongue, and not to make their mother tongue the dominant language, but just to try to make those children fully literate in English."

Mr. Yarborough—like the President, a Democrat from Texas—encountered his stiffest resistance from the White House. Even more than Mr. Johnson's personal animus toward Senator Yarborough, the tight federal budget, squeezed by a proliferation of Great Society programs and the Vietnam war, was an obstacle.

Commissioner of Education Harold Howe 2nd, in testimony before Senator Yarborough's special subcommittee on bilingual education, argued that aid could be provided under the existing Titles I and III of the Elementary and Secondary Education Act. Indeed, Title III was already supporting 18 bilingual and English-as-a-second-language programs in the Southwest.

Also, Mr. Howe and others objected to the limited scope of Mr. Yarborough's proposal, which would have aided only Spanish-speaking children. In the end, a compromise drafted by Representative James Scheuer, Democrat of New York, applied Title VII to all children of limited-English-speaking ability.

Notwithstanding the differences over details, there was remarkably little controversy over the idea of federal support for bilin-

Continued on Page 23

Programs Supported by Title VII, Elementary and Secondary Education Act (Bilingual Education Act), 1986-87

Total Appropriation	**$133.3 million***
Children served	179,314
Family English literacy participants served	17,442
Language groups served	approximately 145
Part A: Support for instructional programs	**$91 million****
• Transitional bilingual education:	
107 new grants	$20,746,013
412 continuing grants	$55,579,194
164,650 children served	
• Special alternative (English-only) instructional programs:	
35 continuing grants	$4,721,850
8,281 children served	
• Developmental (maintenance) bilingual programs:	
2 new grants	$225,754
262 children served	
• Programs of academic excellence (demonstration projects):	
12 continuing grants	$2,154,667
No children directly served	
• Family English literacy:	
16 new grants	$2,077,681
4 continuing grants	$517,484
17,442 served (mostly parents)	
• Special populations (preschool, special education, gifted and talented) programs:	
21 new grants	$3,006,304
6,121 children served	
• Instructional materials development:	
2 new grants	$181,604
Total Part A: 611 competitive grants	**$89 million**
Part B: Data collection and research	**$10.2 million****
• Grants to state education agencies (data gathering and program evaluation):	
46 grants	$4,725,932
• Evaluation assistance centers:	
2 competitive contracts	$500,000 per year (approximate)
• The National Clearinghouse for Bilingual Education:	
1 competitive contract	$947,561 per year
Part C: Training and Technical Assistance	**$32.1 million****
• Training of bilingual teachers, aides, and administrators:	
85 new grants	$12,982,258
51 continuing grants	$5,811,492
• Short-term training programs for educational personnel:	
12 new grants	$1,051,413
8 continuing grants	$882,221
• Fellowships to support graduate study in bilingual education:	
313 fellows at 31 institutions	$2,892,704
• Multifunctional resource (technical assistance and training) centers:	
16 competitive contracts	$6,756,136

* Funding level reflects the appropriation for fiscal year 1986, when program awards for school year 1986-87 were made. For fiscal year 1987, the Title VII appropriation will be $143.1 million.

** Amount appropriated, not necessarily spent. Under Part A, for example, $2 million has been held in reserve pending the outcome of a lawsuit involving the Chicago school system.

SOURCE: U.S. Education Department, office of planning, budget, and evaluation.